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LAND DEVELOPMENT PLAN CARTHAGE, NORTH CAROLINA

TO
David Stone and Peter Brown Esq^{rs}
THIS FIRST ACTUAL SURVEY
OF THE
State of North Carolina

Taken by the Subscriber

is respectfully dedicated

By their humble Servants

John Price

John Wothe

1808

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Planning Board
Carthage, North Carolina

Adopted by the Town Board of Commissioners
June 11, 1974

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INTRODUCTION

This Land Development Plan for the Town of Carthage, North Carolina, contains a discussion of the town's goals and objectives for future growth, an analysis of existing conditions, and a plan for future land development patterns. It also discusses mechanisms for implementing the plan.

The plan brings up-to-date the initial land development plan which was prepared in 1965. The updated plan considers changes which have occurred since 1965 and assesses how these changes are or are not in conformity with the earlier plan.

Both the updated goals and the updated plan for Carthage are based on the town's experiences with the 1964 plan, on current development, and on the desires of the citizens of Carthage for the future. This land development plan is a guide by which individual and public efforts can be directed toward achieving the most desirable living and working environment possible for all of the town's residents.

THE FIRST FOUR CHAPTERS DISCUSS THE TOWN'S GOALS FOR THE FUTURE AND EXISTING CONDITIONS IN THE PLANNING AREA. THE TOWN'S UPDATED LAND DEVELOPMENT PLAN AND MEANS FOR IMPLEMENTING THIS PLAN ARE DISCUSSED IN CHAPTERS V AND VI.



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I. GOALS AND OBJECTIVES

Basic development goals for the Town of Carthage and the objectives necessary to achieve these goals have been prepared to insure that sound judgement will be utilized and consistency maintained in the preparation of this land development plan and in the recommendations of actions for implementation.

The town's goals and objectives are based upon an analysis of existing conditions and upon attitudes and hopes expressed by the residents of the town.

These goals and objectives can assist elected officials, town administrators and private citizens in making decisions guiding present and future development in the planning area. Adherence to these goals and objectives will go a long way toward achieving consistency and coordination in efforts to provide an increasingly desirable living environment for planning area residents.

GENERAL PLANNING GOALS

GOALS: Encourage desirable forms of growth and change, foster an increasingly desirable living environment, and promote the health, safety, convenience and general welfare of Carthage by guiding the location of new development and the delivery of public services.

OBJECTIVES:

- Conserve and enhance environmental quality within the planning area.
- Promote a suitable living environment which is within reach of all sectors of the population by:
 - conservation and rehabilitation of existing structures
 - rebuilding
 - new development
- Encourage new development in order to:
 - stimulate the economy
 - increase per capita income
 - diversity kinds of jobs available
 - achieve a higher employment rate for Carthage residents

- Protect and improve the town's appearance and protect and preserve its historic and cultural heritage.
- Promote cooperation with Moore County government in planning for the area and in administering land use regulations.
- Guide new development to areas which are or which will be served by public utilities and services and protect natural areas, such as steep hills and stream valleys, from intensive or inappropriate development.

RESIDENTIAL LAND USE AND HOUSING

GOAL: Encourage development and maintenance of sound housing in quantities, types, and price ranges to serve the needs of all residents, in neighborhoods which offer a safe and pleasant living environment.

- OBJECTIVES:
- Encourage programs to improve deteriorated neighborhoods and substandard housing.
 - Protect existing established neighborhoods from intrusions of incompatible uses.
 - Encourage construction of new homes to increase the housing supply and upgrade the general level of housing quality.
 - Broaden the range of housing types available in Carthage.
 - Improve the workings of the process by which unsafe buildings are condemned and demolished.

COMMERCIAL LAND USE

GOAL: Encourage the development of a wider range of stores and businesses and improve the appearance and functioning of the commercial areas.

- OBJECTIVES:
- Encourage conservation, remodelling, and new building in the downtown Carthage area, as well as improvements designed to improve traffic and parking conditions.
 - Encourage unified design and cooperation in other commercial areas to improve use of the sites and to limit entrances along busy streets.
 - Require new commercial areas to meet criteria of good design, ample on-site parking, and appropriate landscaping and/or screening from adjoining uses.

INDUSTRIAL DEVELOPMENT

GOAL: Encourage new industry and other employers to locate in the Carthage area by designating ample areas for industrial development which have good highway access and which can be served by necessary utilities.

- OBJECTIVES:
- Encourage new industrial development in order to:
 - increase the number and types of jobs available
 - promote economic growth
 - Designate suitable areas for industrial development and plan for delivery of needed services and utilities to these areas.
 - Protect areas designated for industrial development from incompatible kinds of development.
 - Encourage establishment of a "growth strategy" effort on the part of the town and county governments and private organizations and individuals to determine types of employers to be sought and specific steps to be taken.
 - Participate in the North Carolina Governor's Award program in order to assist the town in becoming better prepared for and more attractive to industrial development.

PUBLIC UTILITIES AND FACILITIES

GOAL: Encourage delivery of high quality public utilities and services to all areas of the town and assure capacities and levels of service which can meet, or which can readily be expanded to meet, future development needs.

- OBJECTIVES:
- Extend sewer service to all areas of town.
 - Begin planning for an upgraded sewage treatment facility to meet federal and state requirements as well as the demands of anticipated future development.
 - Begin planning for a new water treatment plant.
 - Encourage the provision of needed physical improvements and expansions in educational facilities which serve the area.

PARKS AND RECREATION

GOAL: Provide parks and recreation facilities and programs to meet the recreational needs of all sectors of the town's population.

- OBJECTIVES:
- Acquire park acreage and develop facilities to meet basic recreational needs.
 - Encourage close cooperation between school programs and use of school facilities and the recreational needs of all age groups of Carthage residents.
 - Seek to improve recreational opportunities by encouraging establishment of a town/county regional recreation program and facilities.
 - Seek to coordinate parks and recreation programs with Carthage's needs and plans for historic preservation and beautification.
 - Investigate the possibility of integrating bikeways and/or pedestrian ways into any new sizeable developments as well as into any street improvement program.

STREETS AND TRAFFIC

GOAL: Plan and promote development of a street system adequate to expedite the flow of through, as well as local, traffic and minimize traffic congestion.

- OBJECTIVES:
- Update and obtain state-local adoption of a thoroughfare plan for Carthage and actively seek county support for near term construction of critically needed road segments and improvements.
 - Seek cooperation of the county in carrying out a downtown street improvements and parking plan.
 - Require adequate widths of new streets and on-site parking in all forms of new development.
 - Minimize the number of driveway entrances into commercial property along busy streets.

PUBLIC INVOLVEMENT

GOAL: Attain input from individuals and organizations during the planning process and during plan implementation to assure that individual thoughts and desires are known and protected as the general welfare is pursued.

- OBJECTIVES:
- Obtain involvement of Carthage citizens in the planning and implementation processes through actively encouraging participation in the democratic proceedings associated with the Town Board of Commissioners and the Planning Board as well as through civic organizations and volunteer groups.
 - Seek to encourage initiation of a coordinated set of improvement programs carried out by civic organizations, merchants, and volunteers to enhance the appearance of Carthage and increase the number and quality of employment opportunities, commercial facilities, and cultural/entertainment facilities which are available to residents of Carthage and the surrounding area.

II. DESCRIPTION AND BACKGROUND OF THE AREA

This chapter describes the area which this land development plan includes. Although Carthage has a long history, formal town planning has come fairly recently to the town. Both the history of Carthage and of recent planning activities are also discussed in this chapter.

BOUNDARIES OF THE PLANNING AREA

The General Assembly of North Carolina has given all towns in the state the authority to plan for and control development, not only within the corporate limits, but in the fringe areas just outside of the town as well. For a town the size of Carthage, extraterritorial jurisdiction may be exercised within a defined area extending not more than one mile beyond the corporate limits. This land development plan covers both the land inside the corporate limits and that within the fringe areas outside, as Figure 1 illustrates.

Development occurring just outside of a town's boundaries exerts a potent influence on the town for many reasons. For instance, most major new development coming to a town actually locates outside the town limits and is ultimately annexed into the town. Therefore, it should initially be planned and developed in accordance with town policy. Also, development located outside of town may desire town services without annexation (especially industries); these uses should be located where the town can most economically serve them. The Town Board of Carthage has not to date adopted an ordinance specifying their intention to implement the land development plan in the extraterritorial area.

PREVIOUS PLANNING ACTIVITIES

In the 1960's several planning activities were undertaken in Carthage, but these activities were not generally followed up by implementation efforts.

In 1965, the town's General Plan containing a population and economy study, a land use analysis, and a land development plan was published (Town of Carthage: 1965). That land development plan was followed up by preparation of the major implementation ordinances, zoning and subdivision regulations. Although a draft of proposed zoning regulations was prepared, the zoning ordinance has not been adopted by the Town Board. Subdivision regulations were enacted, but they are not being enforced.

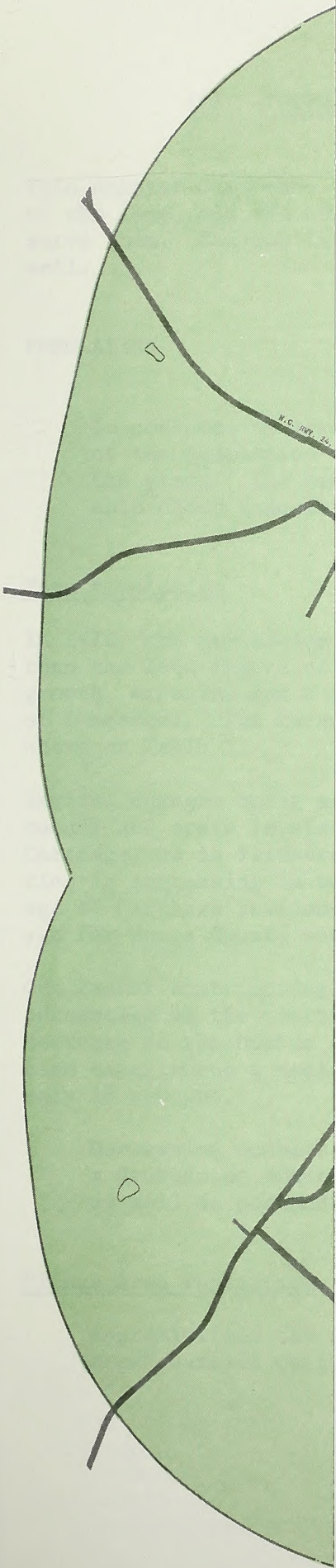
Another major plan was also adopted in 1965, a thoroughfare plan for Carthage. This plan was prepared cooperatively by the town and the State Highway Commission (N.C. State Highway Commission: 1965). Only one new highway segment of the several included in the plan has been built. Several modifications to the plan have been proposed since 1965 but none has been officially adopted.

CARTHAGE IN THE PAST

A town with a long history, Carthage was established as the county seat of Moore County in 1803, some thirty years after the county itself was formed. A survey was commissioned to lay out approximately sixty acres within two miles of the center of the county as a county seat. Carthage was chosen and the courthouse was built on the highest point in the surveyed area.

Carthage is much older than the county, pre-dating the year it was chartered (1803) by perhaps as much as 150 years. Through the years a few small commercial activities were established in the town, mostly to support the activity the county courthouse engendered. In the 1850's, however, the economy received a boost; Carthage was on the route of an ambitious plank road which was built to link Fayetteville with towns to the west. A buggy factory was established and over the years the town was the home of the largest manufacturer of buggies and carriages in the south. The town experienced an economic "heyday" in the 1890's and early 1900's, when the plank road was supplemented by a railroad and many small industries and commercial establishments flourished. (Seawell; 1970)

Since then the railroad has gone, most of the factories have closed and few new ones have opened, and the town is decreasing in size.



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CARTHAGE
NORTH CAROLINA



UPDATED AUGUST 1970

PLANNING AREA BOUNDARIES



-  INSIDE TOWN LIMITS
-  EXTRATERRITORIAL AREA

FIGURE 1

III. CARTHAGE TODAY: CURRENT CONDITIONS, RECENT CHANGES

This chapter discusses the population of the planning area, the uses they make of the land, and the utilities, facilities and transportation network which serve them. Changes in land use and patterns of development are discussed as well.

POPULATION

In contrast to trends in Moore County and to the State, the size of the population of Carthage has been steadily decreasing through the years. The median age of Carthage residents is also considerable older than that of county or state residents.

Town Population

In 1970, the population of Carthage was 1,034, and was 13 percent smaller than the 1960 figure of 1,190. Moore County continued its pattern of gradual growth, experiencing a six percent increase between 1960 and 1970. (U.S. Dept. of Commerce). The recent populations of Carthage, the area, and the State are shown on Table 1.

Several changes being experienced in the composition of the population at county and state levels are appearing in undesirably exaggerated form in Carthage, as is illustrated by Figure 2. While the median age of the population is increasing in most places, very seldom does it reach the 1970 median age of Carthage residents--41.3 years, up 5 years during the decade. The median age for Moore County was 28.4 years in 1970.

One factor contributing to an increase in median age is a decrease in the percentage of the youthful population; in Carthage there was a thirty percent decrease in the number of persons under 15 years of age. Again, the county also experienced a decline in this age group, but it was not nearly as radical--only 14 percent.

Decreasing numbers of young children indicate to some extent a decreasing number of a vital community force--young couples, as well as portending a smaller future adult population.

Fringe Area Population

Approximately the same number of persons live in the "one-mile area" outside Carthage as did during the mid-1960's.

Table 1
POPULATION OF CARTHAGE AND AREA: 1950-1970

Area	Population			% Change 1960-70
	1950	1960	1970	
Carthage	1,194	1,190	1,034	-13%
Carthage Township	4,913	4,788	4,640	- 3%
Moore County	33,129	36,733	39,048	+ 6%
Region		119,305	121,692	+ 2%
State		4,556,155	5,082,059	+11.5%

Source: U.S. Census of Population Reports, 1950, 1960, 1970.

Table 2
POPULATION PROJECTIONS: CARTHAGE AND MOORE COUNTY

	1980	1990	2000
Carthage	1,048 Low 1,060 High	1,032 Low 1,056 High	963 Low 1,003 High
Moore County	42,580 Low 44,190 High	45,453 Low 48,351 High	48,350 Low 52,871 High

Source: Division of Community Services

Note to Table 2: These projections were based on census data from 1920 to 1970, and present a range within which it is likely that the populations of Carthage and Moore County will grow based on past performance. The "low" projections were derived using an arithmetic methodology and the "high" projections used a geometric projection methodology.

The projections should not be considered as inevitable; rather, they simply predict the probable population increases if nothing major happens to alter the existing pattern of growth. For example, annexation of existing development in the fringe area could instantly swell Carthage's population. The extensive new development planned in Moore County could raise the county-wide population in the year 2000 to far above that projected in this table.

CHANGING POPULATION CHARACTERISTICS 1960 - 1970

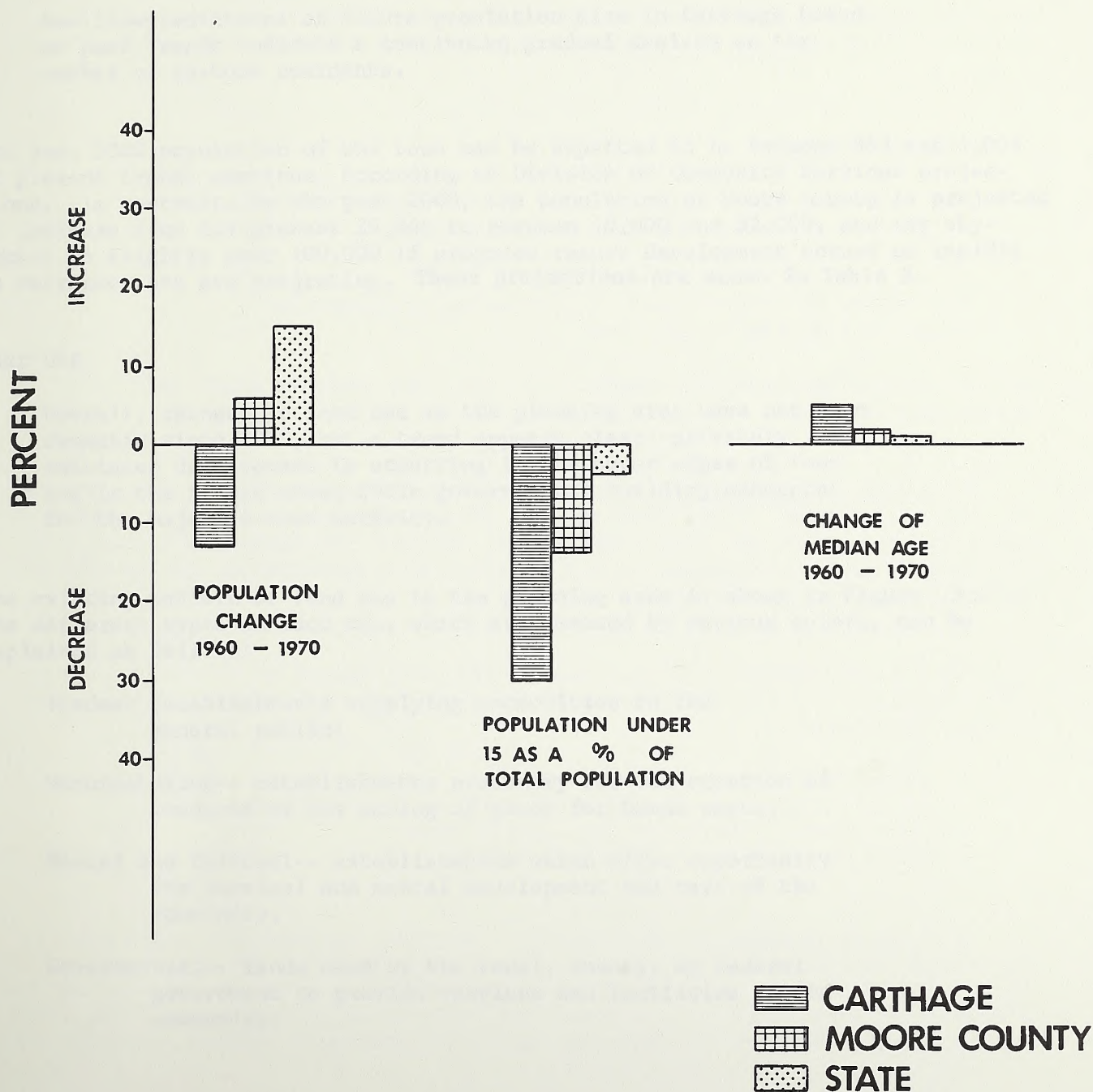


FIGURE 2

Census data on population is not available for this geographic area, but the Division of Community Services estimates that the population of the fringe area is approximately 1,100. This stability of population occurred despite the increase in the number of residences in the fringe area which occurred between the mid-60's and the present. Both the town and township have exhibited a decreasing family size over the past decade which, for the purpose of population estimation, offsets the increase in dwelling units.

Projections

Smaller predictions of future population size in Carthage based on past trends indicate a continuing gradual decline in the number of in-town residents.

The year 2000 population of the town can be expected to be between 963 and 1,003 if present trends continue, according to Division of Community Services projections. In contrast, by the year 2000, the population of Moore County is projected to increase from its present 39,048 to between 48,000 and 52,000, and may skyrocket to slightly over 100,000 if proposed resort development occurs as rapidly as entrepreneurs are projecting. These projections are shown in Table 2.

LAND USE

Overall, changes in land use in the planning area have not been dramatic since 1965, but a trend appears clear--privately initiated development is occurring in the outer edges of town and in the fringe area, while governmental building accounts for the major in-town activity.

The existing pattern of land use in the planning area is shown in Figure 3. The different types of land use, which are denoted by various colors, can be explained as follows:

Trade-- establishments supplying commodities to the general public;

Manufacturing-- establishments necessary for the creation of products or the making of goods for human wants;

Social and Cultural-- establishments which offer opportunity for physical and mental development and care of the community;

Governmental-- lands used by the local, county, or federal government to provide services and facilities to the community;

Residential--the places where one or more dwellings are located;

Open land-- land areas not being utilized for any specific use other than agriculture;

Transportation-- places for the conveyance of passengers and freight and for the collection and distribution of privately owned utilities.

Areas which have developed or redeveloped since the preparation of the 1965 plan are indicated by dotted lines on the land use map. Major changes which have occurred since 1965 are discussed in the following sections and are located on Figure 3.

Residential Land Use

The number of houses (residential structures permanently affixed to a foundation) is decreasing, both in Carthage and in the fringe area.

The number of mobile homes is increasing dramatically, especially in the fringe area.

The changes in dwelling unit number and type over the past eight years are traced in Table 3.

Patterns of Development. Residential development stretches along most of the streets in town, as the land use map (Figure 3) shows. There are few blocks which do not contain at least some houses, although the number of houses in the central business district (the four-block area surrounding the courthouse) is small and growing smaller.

Residential development continues beyond the town limits on all roads leading from Carthage. In four areas outside the city limits, development approaches in-town densities:

- along Dowd Street west of town
- along Secondary Roads 1647 and 1648 to the northwest
- just north of Monroe Street east of town
- along the Vass Road to the southeast

Changes in Residential Development. In town, the number of residential structures has decreased from 382 in 1965 to 356 in 1973. Housing losses occurred generally in areas which have heavy vehicular traffic and a commercial orientation--especially in the commercial area around the courthouse and along Monroe Street. Part of the decrease may be attributed to natural obsolescence;

EXISTING LAND USE AND AREAS OF CHANGE

LAND USE CHANGES SINCE 1967
(See Table)

RESIDENTIAL

TRADE

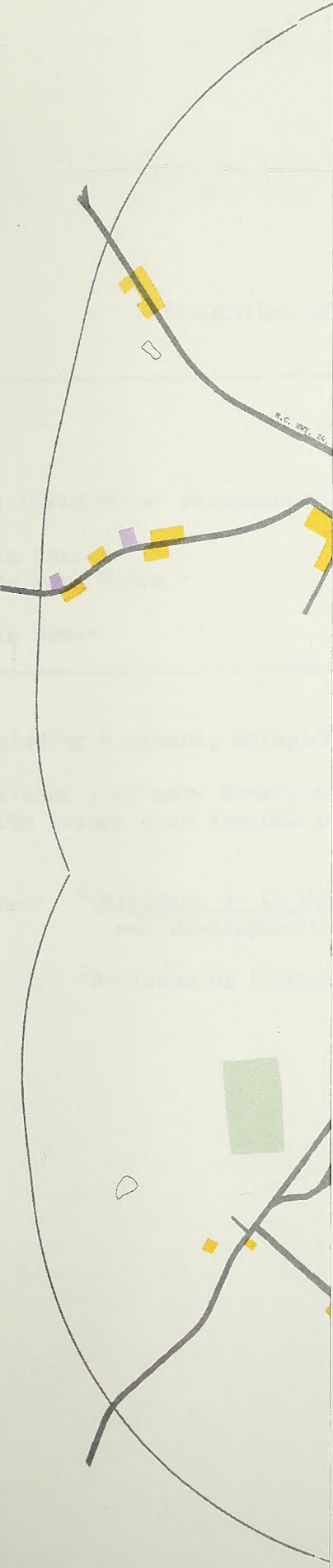
MANUFACTURING

SCIENCE AND BUSINESS

GOVERNMENT

RECREATION

OPEN LAND



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FIGURE 3

Table 3

RESIDENTIAL STRUCTURES IN THE PLANNING AREA: 1965 and 1973

	<u>Carthage Town</u>		<u>Carthage Fringe</u>		<u>Total</u>		<u>%</u>
	<u>1965</u>	<u>1973</u> ²	<u>1965</u> ¹	<u>1973</u> ²	<u>1965</u> ¹	<u>1973</u> ²	<u>Change</u> <u>65-73</u>
Total Residential structures	382	376 ⁺	333	347* ⁺	712	703	-1.3
Single Unit	358	346	315	280* ⁺	673	626	-10.3
Two or More Units	19		6		25		
Mobile Homes	5	10	9	67	14	77	+450

⁺ Excluding 6 vacant, dilapidated structures.

*+Includes 2 or more family structures, the 16 vacant and dilapidated structures found in the fringe area are not included in this total.

Sources: ¹Carthage, N. C. General Plan, Town of Carthage and N. C. Dept. of Conservation and Development, Div. of Community Planning, 1965.

²Division of Community Services, 1973 Survey.

the 1973 land use survey noted several vacant, dilapidated houses which were excluded from the dwelling unit count. Very few new houses have been built in Carthage since 1965, although the number of mobile homes has doubled--from five to ten. Significant residential development has occurred in the fringe area since 1965, especially in the areas designated in Figure 3 .

- new homes have been built along a new road in Area 1
- new houses and mobile homes are going into Area 2
- two fairly large mobile home parks have recently been established in Area 3, as well as enlargement of an older park.

Housing Condition. The condition of housing appears to have improved somewhat in the planning area since 1965, especially within the fringe area. Survey procedures used in a general planning study such as this can only estimate housing conditions by means of exterior appearance. When the results of the 1973 survey are compared with those reported in the 1965 plan, it was revealed that the percentage of substandard dwelling units (those appearing to require major repair or actually dilapidated units) has shrunk from ten percent of the total units in town to six percent, and from 38 percent to 18 percent in the fringe areas. A major change appears to be the substantial decrease in the number of dilapidated units which are occupied for residential purposes. The 1965 survey recorded over 40 such units; the 1973 survey, approximately 10.

There are, however, pockets where housing conditions are poor, especially in the fringe areas. Significant groupings of deteriorating and deteriorated housing are found just southwest of town along Dowd Street extension, just northwest of town to the right of Glendon Street, and just east of Vass Road.

Mobile home parks represent a special housing problem. While the mobile homes themselves are generally new and sound, the parks have unpaved streets and lack other amenities generally associated with mobile home living, such as patios and recreation areas.

Conclusions and Implications

There is little buildable residential land remaining along existing streets in Carthage, but there are large undeveloped tracts within the town limits which could be built upon if streets were opened.

In some new areas an undesirable land use pattern is emerging, as mobile homes are being placed on lots in single family areas. This practice may well continue unless some protection can be given the more permanent single family homes.

Mobile homes and mobile home parks may well proliferate; presently there is no means to guide their future location to places compatible with overall development of the area, or to assure the residents of parks a comfortable living environment.

A major reason for the existence of local governments is the need to provide services and utilities for built-up areas. Several sections of the fringe area are built to a density equalling or exceeding in-town densities, yet are excluded from the responsibilities and privileges which incorporation affords.

The planning area has no multi-family housing, other than an occasional duplex or converted older home. The demand for multi-family housing, either condominiums or apartments, may increase due to rising cost of single-family homes.

Commercial and Office Land Use

New commercial and governmental uses are "forcing out" residential uses in Carthage's central business area and along Monroe Street. Despite this new development, several weaknesses in commercial development noted in the 1965 plan still remain.

The location of commercial activities, as well as personal, professional, and governmental services is shown in Figure 3, Existing Land Use.

In-Town Commercial Activity. Commercial activity is concentrated in and around the four block area surrounding the Moore County Courthouse, along Monroe Street to the east of the courthouse, and along McReynolds Street for a block to the west.

Many changes have occurred in land use for commercial and office structures since 1965. Old, deteriorated structures have been demolished on the courthouse circle, where a new bank building will rise on the former site of Carthage's only hotel, and a modern supermarket with on-site parking has been built (Area 4 on Figure 3). A few new stores and commercial buildings have replaced houses along Monroe Street. A final major change in commercial land use is where a large site in an otherwise residential area along McNeill Street has been stripped of vegetation and graded, presumable for a shopping center. A fast food drive-in is the only structure which has been built, however, on the 11 acre site (Area 5 on Figure 3).

The county presence cannot be ignored in a discussion of development in downtown Carthage. Moore County has initiated a major building program in its county seat. A new library, human services building, health department, and agriculture building have been built in Carthage's downtown area since 1965, and a new jail is under construction. The county courthouse, located in the center of the traffic circle, is a structurally sound building which is functionally obsolete and inadequate to serve the needs of county administration and judicial departments.

Some weaknesses in the pattern of downtown land use which were isolated by the 1965 plan still remain:

- several vacant commercial buildings, some of which are in poor condition
- inappropriate land uses in the central business area, such as a used car lot and service stations
- poor parking arrangements.

Vacant land. As Figure 3 shows, there is quite a bit of vacant land in Carthage's central commercial area. Most of the vacant land to the south of the courthouse is owned by Moore County. This land, like most of the other vacant land downtown is given over to temporary parking purposes.

Commercial Activity Outside the Town Limits. There is only one aggregation of commercial activity of significant size in the fringe area--at the intersection of U.S. Highway 15-501 and N.C. 27-24, approximately two-thirds of a mile east of town. Uses here include a new motel and restaurant, an automobile dealership, other auto-oriented activity, a wholesale grocer, and the county fairgrounds.

Between this outlying commercial concentration and the town limits are scattered a few other auto-oriented enterprises and a large tobacco warehouse. Commercial activity in the balance of the fringe area is generally confined to small grocery/service station establishments.

Conclusions and Implications. A significant start has been made toward improving the design and vitality of the town's business area, as has been outlined above. There are several opportunities which could be capitalized upon:

The county buildings and services attract employees and patrons who, once downtown, become potential customers for downtown businesses. The county presence is already generating a significant amount of in-town activity, and this vitality and potential is something upon which the town can capitalize.

Moore County owns quite a bit of vacant land in downtown Carthage, and is interested in designing a system of buildings to house all county services in modern, convenient quarters. This building program offers the town a matchless opportunity to consider downtown design and circulation plans, which, using county building as a catalyst, could stimulate a revitalization of the entire central area.

There is also a considerable amount of privately owned vacant land in the blocks which line Monroe Street east of the courthouse. This land affords the opportunity for well-designed commercial development to locate in the downtown area rather than being scattered indiscriminately and inefficiently throughout the planning area.

Carthage's historical tradition and its proximity to appearance-conscious resort communities might encourage an active city appearance improvement program carried out with public and private participation, and encompassing such things as street trees, historic preservation, building refurbishment, and design guidelines for new buildings.

Industrial Land Use

A small amount of industrial growth has occurred since 1965. Generally, industrial uses can be expected to locate in the fringe area.

The new industries which have located in the planning area since 1965 are textile-oriented -- a large apparel finishing plant on U. S. 15-501 in the southeast fringe area, and a small dress manufacturing plant inside the city, on Pinehurst Street. These industries, when added to Carthage's other fabric plant and weaving operation give the area an industry base which is almost exclusively textiles. The textile plants are served by town water, but not sewer. The only other major industrial use is a paving company, located just outside the town limits north of Monroe Street. Large industrial uses which have been discontinued since 1965 were two lumber mill operations which were located inside the town limits. The land in both cases is now vacant and unimproved. Number 6 on the land use map shows the location of the newer industries.

Conclusions and Implications. Major attributes which a town ideally needs for attracting new industry are shown in Table 4. This same table shows the planning area's rating with respect to these factors. Although Carthage does not now have many marks on the plus side, the picture could be improved markedly, should the area decide to do so.

There is ample vacant land available for industrial usage.

Table 4

COMMUNITY CRITERIA FOR INDUSTRIAL DEVELOPMENT

Criteria	Present In Planning Area	Could Be Developed
Transportation		
Railroads	No	No
Airlines	No ¹	No
Bus Service	Yes	
Trucking Terminals	No	Yes
Trucking Lines	Yes	
Water Transportation	No	No
Utilities		
Electricity	Yes	
Gas	No ²	No
Water	Yes	
Sewage	Yes ³	
Telephone	Yes	
Banks & Savings & Loans	Yes	
Labor Supply	Yes	
Recreation		
Parks	No ⁴	Yes
Golf	No ⁵	Yes
Theaters	No	Yes
Library	Yes	
Education		
Public Schools	Yes	
Vocational School	Yes	
Junior College	No ⁶	No
Municipal Government		
Planning Commission	Yes	
Land Use Control Ordinances	No ⁷	Yes
Police and Fire Protection	Yes	
Housing		
Much Construction Activity	No	Yes
Multi-Family Units Available	No	Yes
Active Program of Housing Improvements	No	Yes
Public Utilities Available	Partially	Yes

¹Service available at Southern Pines Airport, 8 miles away (3rd level air carrier). With such close service, Carthage does not need its own airport.

²Bottled gas available.

³Lines only within town limits; excess treatment plant capacity available.

⁴Play areas of school grounds generally open for community use in non-school hours.

⁵Public and private courses within approximately 30 minutes drive.

⁶Sandhills Community College approximately 8 miles away.

⁷Carthage Subdivision Regulations have been adopted but are not being enforced.

The Town is presently preparing zoning regulations for adoption and intends to enforce both these regulations and an updated set of subdivision regulations within the town boundaries.

Land use regulations could be enacted to guide industry to suitable areas and to protect it from intrusion by incompatible land uses.

The county will consider participation in costs of necessary extension of water lines. (However, current Carthage water rates appear unusually expensive.)

The Moore County Education Center provides a facility which could be used for job training programs.

Opening up of in-town areas served by public utilities could provide opportunity for construction of new housing attractive to new employees.

Recreation

Carthage has no city-owned or city-maintained recreational facilities.

The only publicly maintained recreational facilities are available through the Moore County school system -- double tennis courts at Carthage Elementary and a summer recreation program for the community at both Carthage Elementary and at Union Pines Senior High during the summer. These school-based recreational facilities are supplemented only by privately-owned facilities -- a ball field owned by one of the industries, located in the fringe area, and a privately owned membership swimming pool.

The 1965 plan proposed two park sites, but no land has been acquired. The need remains pressing for a park with, at a minimum, play facilities for young children and adolescents, as well as picnic space and a ball field. The National Recreation Association recommends at a minimum, one acre of public recreation land per 100 inhabitants in small cities. This recommendation implies an immediate need for about 20 acres devoted to recreation in the Carthage planning area.

Conclusions and Implications.

There is ample vacant land remaining in the planning area to satisfy recreational needs. Alternative means of financing recreational facilities are also available, including federal and state grants and loans and a locally set-up recreation district and funding program.

A recreation planning effort sponsored by the local government (perhaps with county assistance) would be a first step in planning and implementing a recreation program.

Recreation efforts could be oriented toward serving as a base for area recreational and cultural activities and investigate a variety of recreational options, including bicycle trails and joining recreational facilities to other public uses.

PUBLIC FACILITIES AND UTILITIES

The caliber of public facilities and utilities is of major importance in the quality of life of residents in urban and urbanizing areas.

Major publicly owned and/or operated facilities and utilities will be discussed in this section and the major sites of these establishments are shown in Figure 4. Carthage provides strictly utilitarian services, some of which are not uniformly available throughout the town.

Moore County Buildings

As was discussed earlier, Carthage is the county seat and as such is the site of Moore County administration and services buildings, which are shown in Figure 4.

City-Owned Buildings

In-town city owned facilities are confined to the Municipal Building on McReynolds Street, a small lot near the watertank, and the Fire Station on McNeil Street. A recently closed landfill area at the southwest tip of the town completes the inventory. Out of town holdings associated with the water and waste water systems are more extensive. These are discussed below.

Educational Facilities

The Moore County School system serves Carthage, providing facilities for occupational training as well as the kindergarten through grade 12 program.

MOORE COUNT

SEWAGE TR

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CARTHAGE
NORTH CAROLINA



PUBLIC BUILDING
AND
COMMUNITY FACILITIES

A map of Carthage, North Carolina, showing the locations of various public buildings and community facilities. The map includes a network of roads and a river. Several areas are highlighted in blue, indicating the locations of the facilities. The facilities are labeled as follows:

- MUNICIPAL BUILDING
- COUNTY BUILDINGS
 - AGRICULTURE
 - HEALTH SERVICES
 - HUMAN RESOURCES
 - DETENTION
 - LIBRARY
- MOORE COUNTY EDUCATION CENTER
- SEWAGE TREATMENT PLANT
- COURTHOUSE
- WATER TANK
- FIRE DEPT.
- CARTHAGE ELEMENTARY
- WATER TREATMENT PLANT

FIGURE 4

Carthage Elementary School is centrally located on a 19.5 acre site in the planning area, and students travel by bus to Union Pines, a regional high school. As Table 5 indicates, both schools exceed generally accepted standards of adequacy for educational facilities. However, the 771 student enrollment of Union Pines High School exceeds the capacity of the school's permanent classrooms. The addition of new permanent classrooms is programmed at both schools within the next five years. Both schools have good recreation facilities which are frequently open to the area residents as well as to students.

The Moore County Education Center, located just outside the town limits, offers conveniently located occupational education and training for high school students, as well as some adult education programs. This modern center has a commodious campus and a building capacity for 300 students per day. The access road to the center is most inadequate and in need of upgrading.

Conclusions and Implications. On the whole, the public education facilities used by the young residents of the planning area are adequate to superior.

The programmed expansion at Union Pines to increase the number of permanent classrooms should be of high priority and carried out with dispatch so that the use of mobile units can be discontinued.

Although the site of Carthage Elementary is adequate for its current enrollment, growth in the planning area may necessitate either site expansion or development of an additional school. Near term attention should be given to this possibility.

Water And Waste Water Systems

The town has abundant sources of water, and is in the process of expanding and upgrading the delivery pipe system. Although the town has waste water treatment facilities adequate for the town, only one-third of Carthage is served by the waste water collection system.

Water System. Carthage obtains its water from springs and from Nicks Creek five miles to the south, where the town has acquired a 187 acre site to serve its long-term water needs.

The water filtration plant is located on the southeast side of town, as shown in Figure 4. The plant's capacity is presently 500,000 gallons per day (GPD) although the daily load averages only about 150,000 GPD. The treatment system includes ground storage of 1,500,000 gallons of untreated water and 295,000 gallons of above ground storage for treated water. The town is in the midst of an ambitious program of expanding its waterline system and replacing old lines, so that virtually all of the existing in-town development will be served. Water rates are higher than those of most other Moore County systems.

Table 5
COMPARISON OF PLANNING AREA SCHOOLS
TO STATE STANDARDS

School	Enrollment	State Minimum Standard Site Size*	Actual Size	Surplus	Student/ Teacher Ratio
Carthage Elementary	600	16 acres	19.5 acres	3.5 acres	23:1
Union Pines Senior	771	38 acres	109 acres	71 acres	18:1

*This is minimum acceptable size, site should be larger if large scale athletic facilities, parking areas, or other special structures are a part of the campus.

Source: Moore County Schools and N.C. State Department of Public Instruction, Division of Public Education.

Water lines also extend out of town to serve the fabric plants and some residences beyond the city limit. Out-of-town users pay a rate which is double that of in-town customers. There is, moreover, an informal arrangement set up with the county to induce industrial development by arranging county financial assistance with construction of needed water lines.

Conclusions and Implications. Although the water supply is ample for present and future needs, two points may require attention in the near future.

The equipment in the filter plant is rather obsolete and planning for replacement should begin in the near future.

At present raw water is being drawn directly from the stream at Nicks Creek. Construction of a permanent reservoir on the creek has been long-planned. Consideration could be given to coordinating this construction with a treatment plant at the reservoir site.

Waste Water System

Carhage has a waste water collection system and a new treatment facility, but only 35 percent of the town's population is served by this system. The location of the treatment plant, on the southwest side of town, and of the lines are shown in Figure 5. This map also indicates the large stretches of in-town developed areas which are not served by the waste water system.

The plant has a capacity to treat 150,000 gallons per day, or a population of approximately 1,300. Although this capacity is adequate to serve all present development in the town, should new lines be constructed, little surplus capacity would remain.

The Carthage wastewater treatment facility consists of primary and secondary lagoons. The system was designed for 75 to 85 percent removal of oxygen demanding substances. The system is in actuality achieving between 84 and 94 percent reduction at present.

The Federal Water Pollution Control Act Amendments of 1972 require that publicly owned wastewater treatment plants achieve a secondary level of waste treatment by July, 1977. Town officials and engineers, with N.C. Division of Environmental Management assistance, will need to address means of satisfying U.S. Environmental Protection Agency and N.C. state requirements for adequacy of treatment during the intervening period between the present and 1977. Near term actions required include the need for adding a disinfectant process and monitoring of discharge from the plant. Additionally, any significant new development using the plant could necessitate other substantial improvements in the treatment facility.

Moore County is planning a regional wastewater facilities program, but Carthage would not be involved in any new construction in the first stages of the program. Early participation in this program could, however, mean County assistance with or responsibility for any later treatment plant expansion necessitated by population growth or more stringent treatment requirements.

Septic Tanks. For waste water treatment, two-thirds of Carthage's in-town population and all of the residents of the fringe area must utilize septic tanks. If properly located, sized, installed and maintained, septic tanks are an acceptable means of serving low density development where collection facilities are not available. However, higher density housing, soils with slow absorption rates or other limitations, and hilly land are all conditions which make widescale usage of septic tanks a questionable practice. Instances of all these conditions exist in the planning area. See Chapter IV, Determinants of Development.

Conclusions and Implications. The limited scope of the town's waste water collection and treatment facilities are factors to be considered during any discussion of growth in the planning area.

The capacity of the present plant for treating waste water is generally adequate to handle all current development in town under present requirements. Failure to serve all residents results in under-use of a major capital investment and a low level of performance of governmental responsibility.

The small capacity of the waste water treatment plant and Federal requirements that the level of treatment be upgraded are factors indicating a need for the town to begin planning to enlarge and upgrade the existing treatment plant.

Although use of septic tanks may be expected to continue in some sections of the fringe area for years to come, the relatively high densities of some of the developed sectors of the fringe indicate a need for a public wastewater system extension.

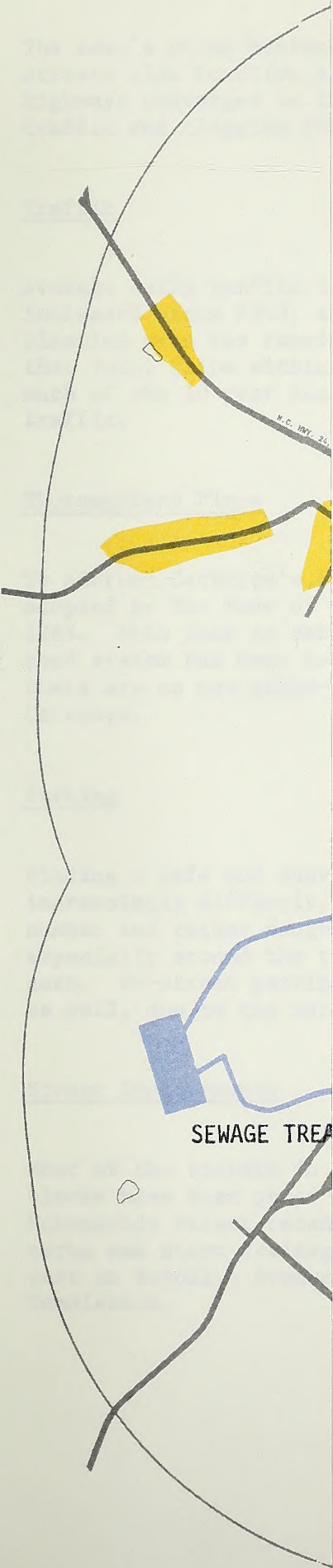
The need for a careful placement of septic tanks dictates a need for a careful analysis of detailed soils data followed by limitations upon the density of development served by septic tanks, especially in areas with adverse soil conditions.

TRANSPORTATION

An inadequate thoroughfare system is causing the downtown area of Carthage to choke in a noose of ever-increasing traffic volumes.

Circulation

An efficient system of streets and highways for the movement of people and vehicles is a requisite for a thriving urban area. Overburdened, obsolete streets and highways are perhaps the major land use problem in Carthage.



WASTEWATER COLLECTION SYSTEM
AND
LAND DEVELOPMENT PATTERNS

WASTE WATER SYSTEM
DEVELOPED AREAS

WASTEWATER SYSTEM

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CARTHAGE
NORTH CAROLINA

1" = 1 MILE
UPDATED AUGUST 1973

WASTEWATER COLLECTION SYSTEM
AND
LAND DEVELOPMENT PATTERNS

— WASTE WATER SYSTEM
— DEVELOPED AREAS



FIGURE 5

The town's prime business streets also carry through highway traffic, as these streets also function as N.C. Highways 22, 24, and 27. Traffic from these highways converges in the town's central business district, crowding local traffic and clogging the traffic circle around the courthouse.

Traffic

Average daily traffic counts taken at selected points in Carthage have greatly increased since 1963, as Figure 6 shows. Since the population of the planning area has remained static over the past few years, it would seem that local trips within the area would not have increased markedly; therefore, much of the 10 year increase may be attributed to increasing volumes of highway traffic.

Thoroughfare Plans

To address Carthage's circulation needs, an area Thoroughfare Plan was mutually adopted by the Town of Carthage and the N. C. State Highway Commission in 1965. This plan is shown in Figure 6. Only one segment of the proposed road system has been constructed, as the map indicates. At the time of report, there are no new state-funded or assisted highway projects in the pipeline for Carthage.

Parking

Finding a safe and convenient parking space in downtown Carthage is becoming increasingly difficult. On-street parking spaces are insufficient in number and rather dangerous to negotiate due to the heavy traffic volumes, especially around the traffic circle, where parking is perpendicular to the curb. On-street parking is frequently unsatisfactory in residential areas, as well, due to the narrowness of the streets.

Street Improvements

Most of the streets in town are paved, as Figure 7 shows. Several blocks have been paved since 1965, especially in the eastern area of the city. McReynolds Street recently has been widened (to four lanes) and equipped with curbs and storm drainage. The improvement project extends from the courthouse west to Brooklyn Avenue and was funded and managed by the State Highway Commission.

Pinehurst Street is unpaved for much of its length, although there is a new industry located there and the traffic volume was over 1,000 vehicles per day at the measurement point. The significant amount of residential development on the streets just north of Currie Street would indicate a need for paving of these streets.

Within the fringe area, Secondary Roads 1644 and 1647 have been paved since 1965, as has the new S.R. 1644. The new loop road, S.R. 1671, has several new homes on it and would indicate a need for paving, as would the unpaved section of Pinehurst Street which lies outside the town limits.

Conclusions and Implications.

The current traffic congestion in the center of town, the lack of progress in implementation of a thoroughfare plan, and the town's desire for new streets to open up additional in-town areas for residential development indicate a need for a high priority effort by the Town Board, County and Town planners, and the State's Department of Transportation to coordinate thoroughfare and land use planning to meet current needs and conditions.

Paving of Pinehurst Street and improved maintenance (and possibly paving) of the streets north of Currie Street should be considered a near term priority.

IDENTIFYING FLOW AND TRAFFIC VOLUMES

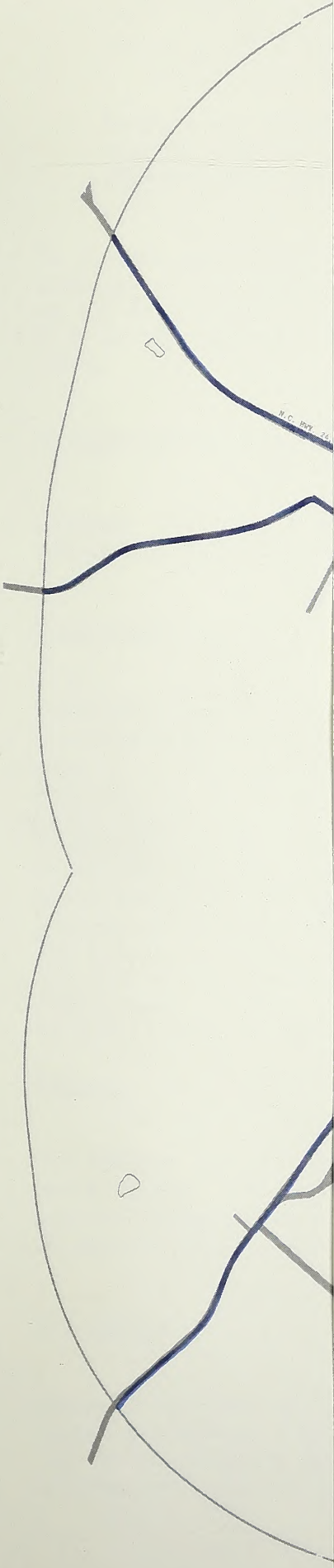
DATE: 08/20/2010

TIME: 08:00 AM

LOCATION: 10000

ROUTE: 10000

SECTION: 10000



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CARTHAGE NORTH CAROLINA



THOROUGHFARE PLAN AND TRAFFIC VOLUMES

1972 AVERAGE DAILY TRAFFIC VOLUME

1963 AVERAGE DAILY TRAFFIC VOLUME

MAJOR THOROUGHFARES

Exist. Align.	New Align.



FIGURE 6

STREET IMPROVEMENTS

- PAVED STREET
- PAVED STREET WITH
CURB AND GUTTER
- UNPAVED STREET
- PAVED SINCE 1900

1911
1912

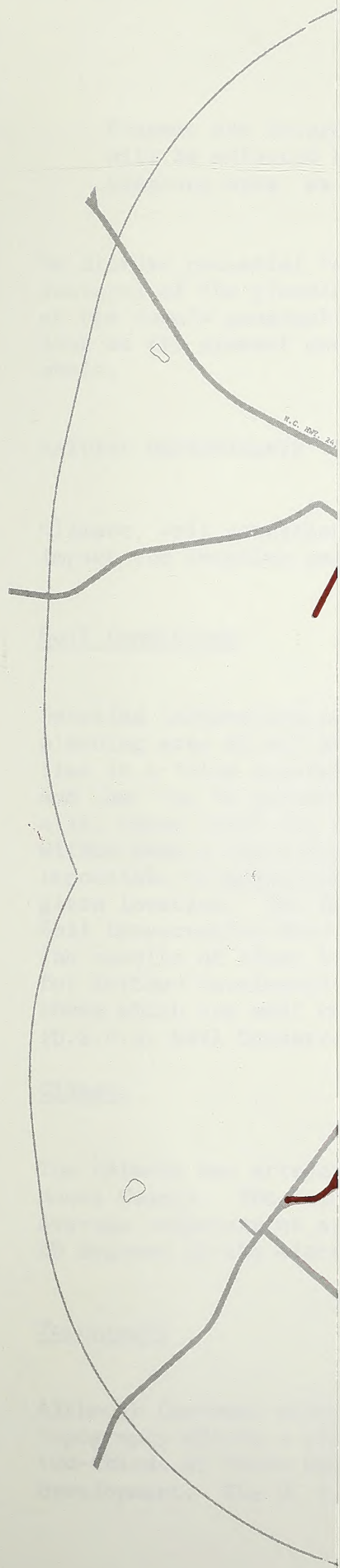


FIGURE 1

STREET IMPROVEMENTS

CARTHAGE NORTH CAROLINA

UNPAVED SURFACE RITE
1977

- PAVED STREETS
- PAVED STREETS WITH CURB AND GUTTER
- UNPAVED STREETS
- PAVED SINCE 1965



FIGURE 7

IV. DETERMINANTS TO DEVELOPMENT

Present and future development in Carthage has been caused and will be affected by many factors, those occurring outside the planning area as well as those within.

To discuss potential for Carthage, it is necessary to understand the natural features of the planning area which will affect future development, to look at the town's geographic position with respect to other development, and to look at the present and projected types of development for Moore County as a whole.

NATURAL DETERMINANTS

Climate, soil conditions, and the configuration of the land (topography) all impact the location and amount of development which occur in an area.

Soil Conditions

Detailed information concerning soil types and their location within the planning area is not available. According to generalized soil maps, Carthage lies in a "clay country" area where the soils have a rather slow percolation rate and thus may be generally unsuitable for extensive use of septic tanks. Additionally, these soils are prone to erosion if the vegetative covering is removed. Within even a small area soil conditions may vary markedly; therefore it is impossible to generalize to any great extent concerning soil qualities in a given location. The Carthage Planning Board has therefore requested the U.S. Soil Conservation Service to make detailed soils studies of the planning area. The results of these studies will indicate those areas which will be unsuitable for further development unless wastewater facilities are provided, as well as those which are most compatible with more intensive urban development. (U.S.D.A. Soil Conservation Service: 1973)

Climate

The climate has attracted much of the resort development which has come to Moore County. The summers are long and hot and the winters mild and short. Average temperatures are approximately 73 degrees in the summer and around 50 degrees in the winter.

Topography

Although Carthage enjoys the mild climate of Moore County, its hilly topography offers a pleasing contrast to the flat lands found in the southern two-thirds of Moore County. These scenic hills can, however, bode ill for development. The U. S. Soil Conservation Service rates soils having a slope of

over 8 percent as less than ideal for septic tanks. Also, hilly land is not attractive for larger commercial or industrial uses, which demand virtually level site for building.

Figure 8 indicates those areas of Carthage where the slope of the land offers from moderate to severe impediment to building and to the use of septic tanks.

REGIONAL SETTING

Although Moore County contains no large urban areas, the population has been growing slowly but steadily since the early 1900's.

Southern portions of the county are resort-oriented; the economy is becoming increasingly industrialized, although major industries are generally confined to those associated with textiles or wood products.

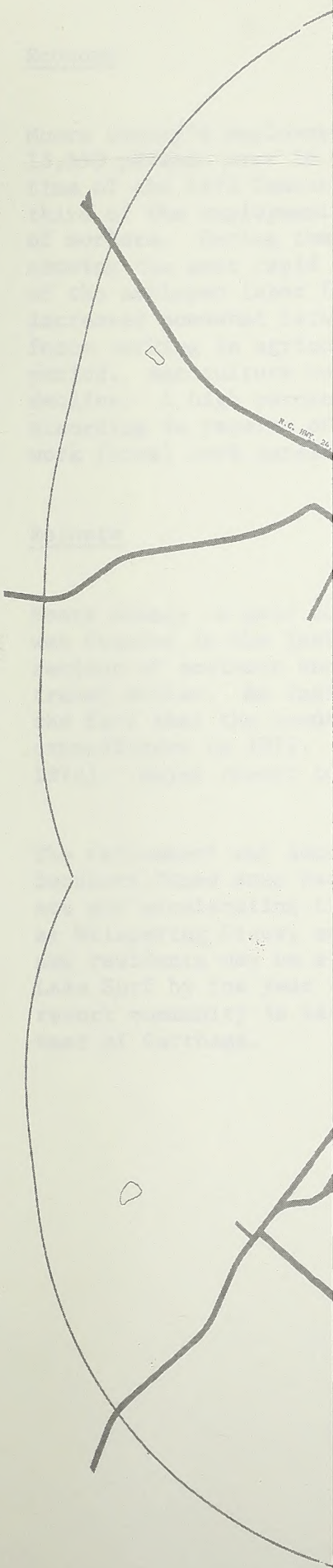
The location of Carthage with respect to the county area is shown in Figure 9. Moore County is in the south-central section of North Carolina. The southern two-thirds of the county are flat, sandy lands characteristic of the Coastal Plain; the northern third, where Carthage is located, has the rolling lands and hills characteristic of the Piedmont.

Raleigh, the state capital, is to the northeast (some 60 miles from Carthage). Sanford and Fayetteville are two rapidly growing urban areas convenient to Moore County to the east.

Population

The gradual population increases for the county as a whole, to a 1970 figure of 39,048, do not reflect a pattern of growth in all sections of the county. The northern most areas of the county have gained only slightly in population since 1940 while the more southern sections have gained significantly in the number of residents in the last thirty years.

Projections for the future size of the population of Moore County must these days be broken into two categories; those following normal trends and past performance and those based on anticipated flourishing of the resort and new communities sectors of the county. For instance, projections based on past performance indicate a year 2000 population of approximately 48,200 to 52,800 inhabitants. Should the resort communities develop as rapidly as their backers project, the county population could swell to 118,000 by the year 2000. (Henningson et al: 1973)



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CARTHAGE
NORTH CAROLINA

UNPUBLISHED SURVEY 1972

LAND SLOPE MAP

- 0 - 8% SLOPE
- 8 - 15% SLOPE
- OVER 15% SLOPE

NOTE: TOPOGRAPHICAL DATA
WAS NOT AVAILABLE FOR THE
LAND IN THE ONE-MILE AREA

FIGURE 8

Economy

Moore County's employment base is relatively well diversified; 14,980 of the 15,590 persons over 16 years of age in the labor force were employed at the time of the 1970 Census. Manufacturing accounts for a little over one-third of the employment, with the textile industry employing the largest number of workers. During the 1960's, service industries was the employment category showing the most rapid growth in the county, so that by 1970 almost one-third of the employed labor force worked in service industries. Although farm income increased somewhat between 1961 and 1971, the number of persons in the labor force working in agricultural jobs declined 42% to 1,240 persons during the same period. Agriculture was the only major employment category which experienced a decline. A high percentage of workers live in Moore County and work elsewhere; according to reports of the 1970 Census, 2,481 county residents (17% of the work force) work outside of the county.

Resorts

Moore County is golf country and horse country -- year round. Since Pinehurst was founded in the last of the 19th century as a winter resort, the "Sandhill" section of southern Moore County has continued to attract vacationers and the travel dollar. An indication of the drawingpower of Moore County's resorts is the fact that the county ranked 14th of the State's 100 counties in travel expenditures in 1972. (N.C. Department of Natural and Economic Resources: 1972). Major resort towns are shown in Figure 9.

The retirement and second home industry is also growing rapidly. The Pinehurst-Southern Pines area has traditionally attracted retired persons, but developers are now accelerating the pace markedly. A new community has been established at Whispering Pines, and another Lake Surf, which is in its early days. 56,000 new residents may be attracted by development at Whispering Pines, Pinehurst and Lake Surf by the year 2000 if projected development is successful. Still another resort community is being initiated in Moore County, 7 Lakes, twelve miles southwest of Carthage.

REGIONAL SETTING

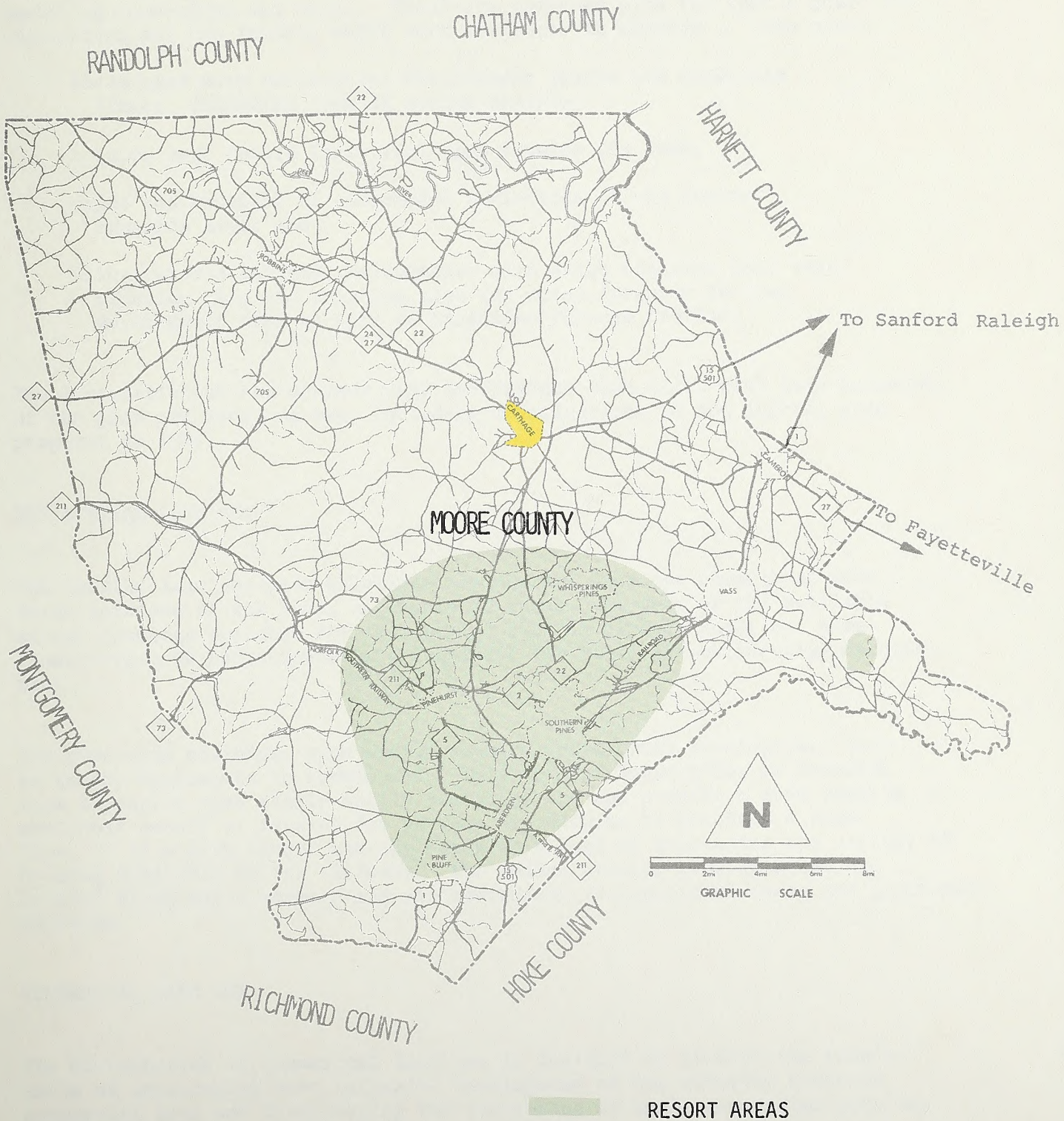


FIGURE 9

V. CARTHAGE LAND DEVELOPMENT PLAN UPDATE

The updated land use plan for Carthage is illustrated in Figure 10 and is discussed in this chapter. The plan draws from the preceding analysis of existing conditions and needs. These are combined with the town's goals and objectives for the future, which were discussed in Chapter I. The plan:

- encourages more residential development inside the corporate limits, including some of medium density;

- locates most future industrial uses outside the town;

- urges the location of commercial activities in the central business area; and

- illustrates a revised thoroughfare plan which requires less construction than the existing plan and which forwards in-town development aims as well as expedites through traffic.

The discussion of the updated Land Development Plan deals with each component of the plan and land use map, including modifications to the initial plan prepared in 1964.

RESIDENTIAL LAND USE

The updated land use plan allocates residential land use throughout most outer portions of the town, as Figure 10 shows. As much of the available street frontage suitable for residential uses is already built up, some construction of new streets is a requisite for "fill-in" residential development.

The plan also envisions some medium density residential development, such as garden apartments or townhouses. This form of housing can be somewhat less expensive than single family dwellings and can provide a more readily available source of housing for persons not wishing to purchase a home. Thus, it is a step toward meeting the town's goal of increasing the variety of housing available to its citizens. The medium density housing areas are located along major streets and are convenient to commercial areas and government services.

COMMERCIAL LAND USE

The distribution of commercial land use is designed to promote the town's goals of encouraging more intensive development of the existing downtown commercial area and discouraging the scattering of small commercial uses indiscriminately throughout the planning area. Thus, the central area, where much vacant land and several deteriorating residential uses are located, is

shown in unified commercial usage, other than the governmental uses discussed below. The commercial uses are illustrated in Figure 10. The only other commercial area inside the town limits is at the intersection of Cemetery Street and Secondary Road 1006. This is designed as a convenience shopping area to serve the residents on the northwest side of town which are some distance from the major commercial area.

This allocation of commercial land varies from the 1964 plan which split the downtown commercial area into two totally separate sections divided by a residential area. This concept is obsolete due to development patterns in the intervening years and the town's desires for a unified commercial area.

The updated plan envisions some enlargement in the existing commercial area east of town at the intersection of U.S. 15-501 and S.R.1804, and also suggests the intersection of 15-501 and N.C. 24-27 as an appropriate location for highway business district.

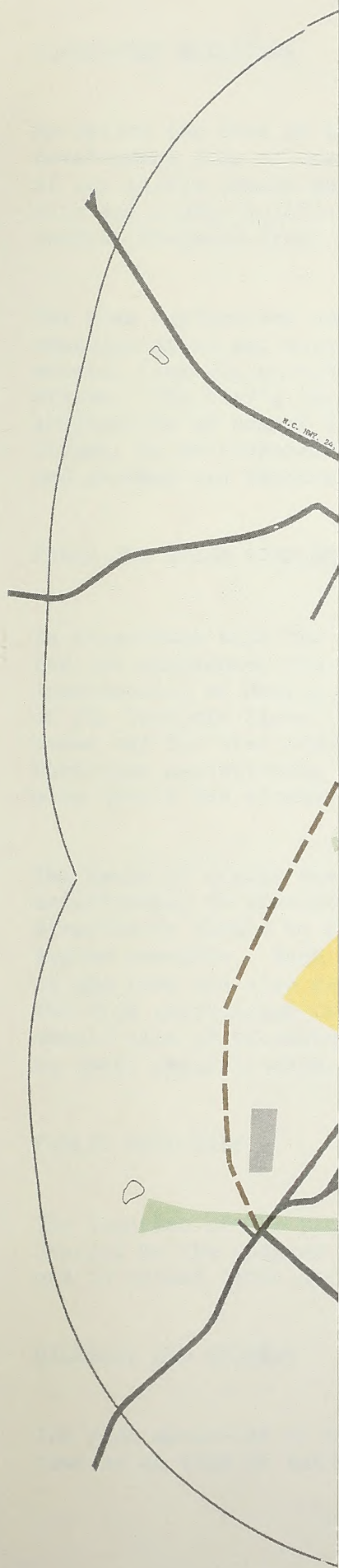
Heavy commercial uses such as warehousing, wholesaling which involves heavy truck traffic and outside storage, et cetera, are shown in darker red on the land use plan. This area is located in a strip along Monroe Street just at the town limits and can sufficiently serve heavy traffic generated by such uses.

INDUSTRIAL LAND USE

The amount of land allocated for industrial areas is somewhat more extensive than in the 1964 plan, in line with the town's goal of attracting more employers to the area.

The location of the major industrial area is outside the corporate limits in deference to the general preference of industries seeking new sites. Rather than being scattered, the industrial uses are shown along U.S. 15-501. This area is now generally undeveloped and features perhaps the best highway access in the planning area. Additionally, it already has some public water service; this investment could be built upon by encouraging other industries to use it as well.

A small industrial area is shown in town on Pinehurst Street. This is an enlargement of an existing light industrial site, and should be reserved for small industries which would not negatively impact the nearby residential areas.



LAND MANAGEMENT PLAN

LEGEND	
Water	Blue
Land	Orange
Forest	Green
Setback Line	Black
Property Line	Red
Right of Way	Yellow
Utility Line	Grey
Setback	White
Water	Blue
Land	Orange
Forest	Green
Setback Line	Black
Property Line	Red
Right of Way	Yellow
Utility Line	Grey
Setback	White

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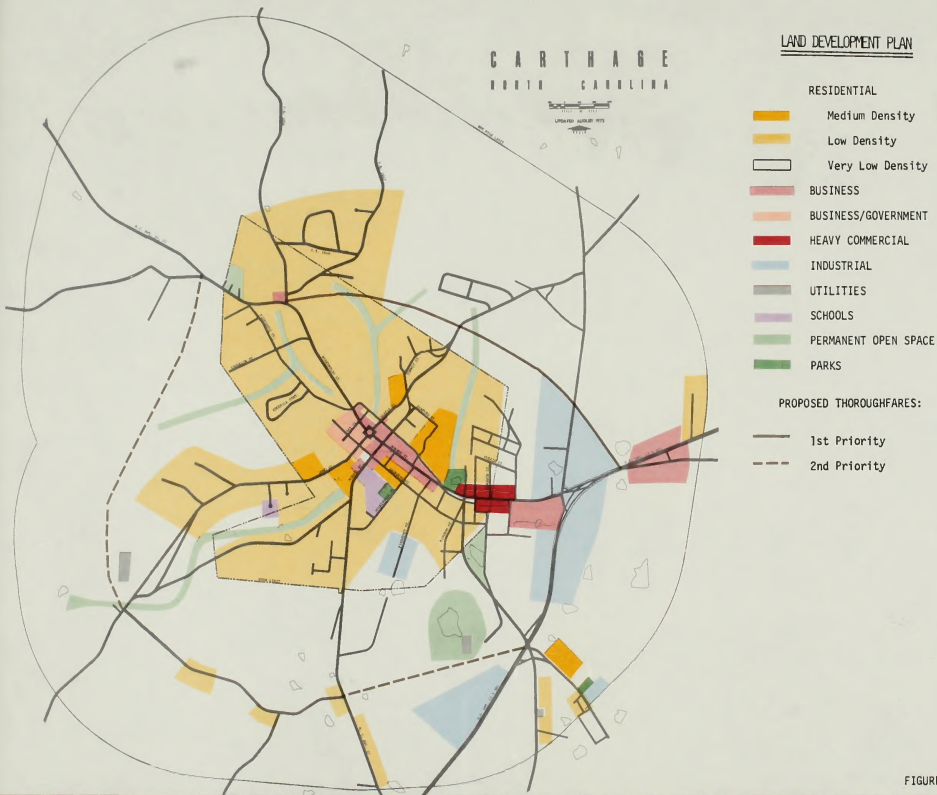


FIGURE 10

GOVERNMENT BUILDINGS

As befits the seat of government in growing Moore County, Carthage's land development plan allocates ample space for public buildings to serve citizens of the entire county as well as its own residents. The plan shows a band of city and county buildings forming a U-shaped pattern in the western end of the central business area.

The plan capitalizes upon the county's desire to improve and enlarge its administration and service buildings into a governmental complex which will stretch from the courthouse south to Saunders Street, and thence west to Bay Street. The city's needs for additional space are shown as being met by acquisition of some of the historic brick buggy factory buildings behind Bay Street, to be restored for city administration use. The Municipal Building and grounds are retained as a community building.

PARKS AND OTHER PERMANENT OPEN SPACE

In consonance with the town's goal to provide parks and recreational facilities for its residents, the land development plan shows a new city park at the intersection of Monroe and Barrett Streets, more intensive use of a portion of the Carthage Elementary School for public recreation, and retention of creek banks and the area around the town's water treatment plant as a natural area. Work upon establishing a town park at the site indicated on the land development plan update has already been started by a civic organization.

The banks of creeks are subject to erosion and flooding. To minimize these occurrences, to protect water quality, and to prevent property damage, these streambanks should be retained in their natural vegetated state to the maximum degree possible. Such natural areas also contribute to the visual quality of the town and also generally increase the desirability of the adjoining lots. The area surrounding the town's water treatment plant and water storage area should also be protected from development. Steep slopes should also be retained in their natural state.

PUBLIC UTILITIES

The location of the treatment facilities, both water and wastewater, are not changed by the updated plan. There is a need, however, to upgrade both facilities and to extend sewer service to all developed portions of the town.

HIGHWAYS AND STREETS

The plan advocates an east-west highway link through the northern portions of town as an item of the highest priority. This road is illustrated on the land

development plan. The route could serve the dual function of alleviating downtown traffic congestion and of providing an access road from which new residential streets can be opened.

The plan also shows two other suggested links which, if constructed, would complete a loop around the town. These links, unlike those now in the town's initial plan, would not disturb any existing homes or residential neighborhoods.

FUTURE DEVELOPMENT IN THE EXTRATERRITORIAL AREA

With the exception of the business and industrial development described above, it is hoped that future development outside the city limits can be limited to very low density residential uses and agriculture. Any higher density development should not be permitted if it is not served by public water at a minimum, and ideally by public sewer as well.

RELATIONSHIP TO COUNTYWIDE PLANS

The county's Sketch Developemnt Plan (Moore County Planning Board: 1973) in its present stage is considered as a working document rather than a final, full blown plan. As more detailed plans are completed, county planning will consider and incorporate the desires and goals expressed in Carthage's own plan for the town and area.

The county plan envisions centralization of commercial activity within the county's towns. It also calls for low density residential development in areas not served by water and sewer. Carthage's plan embraces both of these principles.

The county plan does not allocate as much industrial land use along U.S. 15-501 as does this updated Carthage Plan. If adequate utilities are provided and controls established, it is felt that additional industrialization in the Carthage area would not be incompatible with the county's plans.

VI. IMPLEMENTATION

This plan has outlined the town's desires for future development. The actions involved in translating the plan from ideas to actuality can be grouped under the term "implementation." This section discusses various implementation mechanisms available for carrying out the land development plan.

Implementation is within the responsibility and the capability of both the government and private persons and organizations. Although many of the activities discussed below can be carried out or initiated by various branches of local, county, or state government, sometimes with federal assistance, many can be spearheaded or assisted by civic organizations or other groups interested in furthering the aims of the plan in Carthage.

The plan should be consulted regularly by the Town Board and Planning Board as they make each small decision which in time brings the town closer to the goals and objectives expressed in the plan. However, the full responsibility for implementation of Carthage's land development plan does not rest with the local government alone. It rests with all of the citizens of the community as well.

GENERAL MEANS OF IMPLEMENTATION

There are several legal tools and broadly based financial assistance programs which apply to the town as a whole and which can be useful in setting up an overall framework for implementation.

Zoning

Zoning regulations are particularly important to shaping land development. The ordinance helps to insure that land uses are properly located with respect to one another, that sufficient land is available for each type of use, and that density of development is suitable both to the level of community services available and to the natural features of the land.

Zoning may be enacted by the Town Board and may be enforced only within the corporate limits or in the extraterritorial area within one mile outside the town limits as well, according to State Enabling Legislation. The town does not now have a zoning ordinance, but an ordinance prepared earlier is being updated and a zoning map based on this plan is being prepared for the town by the Planning Board as a part of the current year's work.

The town should adopt and enforce zoning regulations. Careful consideration should be given as to whether the town will assume zoning responsibility in the extra-territorial area. This decision should be made only after consideration of the impact upon the town if no zoning were enforced outside the corporate limits and if county zoning there is a near term possibility.

Subdivision Regulations

Subdivision regulations can insure that proper design standards are met as new areas are developed and that necessary improvements are provided in the subdivision. New home owners are assured that sanitary systems will function properly, that promised paving, storm drainage, curbing, and other improvements will be properly installed, and that accurate markers will be provided for property line surveys. The chief benefit of such regulations is their ability to prevent many future problems while planned developments are still lines on paper rather than substandard lots sold to unsuspecting purchasers.

The town adopted a set of Subdivision Regulations in 1966 (Town of Carthage, 1966), but these regulations are not now being enforced. Reviewing and updating these regulations as necessary is part of this year's planning program. Implementation is, however, the key. The best of regulations are useless unless administration is carried out.

Codes Related to Building

Codes establish minimum standards for construction, plumbing, heating, and electrical installations, as well as providing for inspection and for enforcement of these standards. The State of North Carolina has adopted uniform model codes and encourages municipalities to adopt the same or stricter codes.

In cases where this has not been done, action should be taken. Realistic fees should be charged for permits and inspections. Jurisdiction should be extended into the extraterritorial area if zoning is to be enforced there. Particular care should be taken to insure that each lot be subjected to an individual test for septic tank suitability before a building can be built on it if public sewer is not available.

General Revenue Sharing

The Federal government is returning a certain percentage of the town's tax funds to the town for use as the Town Board sees fit, subject to certain restrictions. These funds can be utilized for many forms of community development projects.

Careful consideration should be given the use of these funds, and allocation should be made only in ways which would further the aims of the town's land development plan. Spending general revenue sharing funds for items which can be financed readily by other means should be discouraged.

Rural Development Act

The U.S. Congress has recently passed an Act giving highest priority to the revitalization and development of rural areas (Public Law 92-419, August, 1972). This act has many provisions which could assist Carthage in implementing its land development plan, such as loans and grants for community facilities construction, industries, and housing. Money is only now becoming available under the act and all of its sections are not yet funded.

The Town Board should become familiar with the act and aggressively seek financial assistance wherever possible.

Annexation

It is desirable for development which occurs at high densities to be inside the city limits so that it can benefit from the public services and utilities that such development required for the health and safety of its residents. Annexation should be a consideration when high density development is proposed outside the current corporate limits.

The town should consider the possibility and desirability of annexing existing development lying just outside the city limits, especially that which receives town services and utilities.

Soils Survey

Detailed soils information is essential to land use decisions regarding septic tank permits and many other decisions as to the suitability of given areas for various forms of development. Detailed soils information is not now available for the Cartage area.

The town has formally requested that the U.S. Department of Agriculture's Soil Conservation Service place high priority upon conducting a soils survey for the planning area. This request should be pressed.

Downtown Plan

In line with the town's goals of improving the appearance and function of the central business area, the Board should request a joint town/county study of land use, traffic, and parking in the downtown area so as to maximize the possible benefits of the county's building program and the possibility of simultaneous programs by the Town and/or interested business men and civic groups to improve downtown.

Implementation Personnel

The town now does not have sufficient personnel to meet the upcoming demands which will be made of its administration.

The Board should request that a study be made of the town's present administrative structure and that an alternative structure be recommended which will enable the town to most economically and efficiently fulfill its responsibilities.

Development Plan Task Force

A plan is worthwhile only if it is implemented.

The Town Board should establish a committee or task force to recommend priorities among the many recommendations of this land development plan and to coordinate implementation efforts. Membership should include representatives from the Town Board, Planning Board, business community, and citizen groups.

INDUSTRY AND ECONOMIC GROWTH

To further the town's objectives of attracting desirable forms of new industrial and commercial development, it is important that representatives of the public sector, businessmen, and citizens work together to provide a climate which is responsive to the possibilities of new development.

Carthage should participate in the North Carolina Governor's Award Program to assist it in becoming better prepared for and more attractive to industrial development. This effort can assure that development opportunities are presented to prospects in the context of town plans and capabilities of the planning area to assimilate growth.

The town should seek a formal agreement with the county on the question of financial assistance and responsibility in extending utility lines and services to industries seeking to locate in the area.

RECREATION, OPEN SPACE, AND AESTHETICS

There is much opportunity for the private sector to participate in working toward the town's goals and objectives for providing recreation, for protecting open space and for improving the visual quality of the town.

The Rotary Club is now seeking to provide and maintain a community park. The town should actively support this plan. Additionally, the town should explore the possibility of more use of the Carthage Elementary School by town residents for recreation.

Merchants and garden clubs could combine in an effort to provide ornamental street plantings.

Various loans are available from the Small Business Administration and the Farmers Home Administration which can be utilized for downtown improvements and for repairs and remodeling of individual stores.

The town should seek participation in the decisions relating to the appearance of any new county buildings to be built in town. Criteria for design could be established so that the buildings would contribute to Carthage's quaint and historic atmosphere.

Stream banks and steep slopes should be protected from encroachment of development and destruction of natural vegetation by means of the zoning and subdivision regulations.

Subdivision regulations should require that park space be included in large new developments.

The town should encourage bicycle way construction in new developments and should insure that all major new roads are built wide enough to accommodate bicycle traffic.

RESIDENTIAL DEVELOPMENT

Many activities which can be undertaken to diversify the housing stock and opportunities in Carthage.

Land needs to be made available for residential development in large enough parcels to make development profitable to a developer. The town can encourage this by such means as joint participation with land owners in the preparation of subdivision streets and by extending utility lines to the subdivision.

A variety of housing types should be encouraged by means of the zoning and subdivision regulations, as well as town policy.

Adoption and enforcement of a minimum housing code, such as the one recommended for municipalities in North Carolina (North Carolina League of Municipalities, 1972) would encourage the maintenance of deteriorating residences and the demolition of dilapidated ones.

There are many forms of housing assistance programs available to help needy persons to provide adequate shelter for themselves and their family. The Town should appoint a Housing Task Force to study the needs of planning area residents and spearhead efforts to provide assistance. Avenues available for consideration include a housing authority, mortgage assistance, rehabilitation loans, and units with reduced rent due to assistance to the owner.

Adoption of a zoning ordinance can protect existing neighborhoods from intrusion by undesirable or incompatible forms of land usage, a protection not now afforded.

UTILITIES

The town should make sewer service available to all areas within the town limits and should require that all homes within 200 feet of the lines connect into the system. Study of timing and means of financing this program should begin immediately.

The town should carefully study its policy regarding the extension of water and sewer service to development outside the town limits, and should seriously consider withholding such service to areas which are not within the corporate limits.

A public facilities plan should be prepared analyzing the adequacy of existing facilities, outlining needs, and determining priorities, sketching a timetable for meeting these needs, and discussing methods of funding these capital improvements.

Special consideration should be given to the town's space needs for the administrative function and for a community building. The opportunity for acquisition of some portion of the historic buggy factory across the street from the municipal building for town purposes and for historic preservation should be explored.

The town should encourage the Moore County Board of Education to place high priorities upon needed improvements in the Moore County Education Center and the Carthage Elementary School.

The town should immediately request State Department of Transportation assistance in revising the town's thoroughfare plan and then press for implementation of the highest priority segments.

The town should initiate a 5-year program of paving all streets within the town limits.

APPENDIX A

ENVIRONMENTAL IMPACT STATEMENT

In accordance with the policy of the State of North Carolina and local goals to assure that an environment of high quality will be maintained, this land development plan has been designed to maximize environmental protection. The following statement outlines the general impacts which this plan will have upon the environment of the planning area.

Abstract of the Plan

The Land Development Plan Update for Carthage includes an analysis of the factors affecting development in the county, including population and economic trends, natural features, community facilities, and existing land development patterns. Based upon analysis of these conditions and upon the goals and objectives of the citizens of Carthage for future development of their area, plans for future land use and development are presented and explained. Accompanying the plan is a discussion of public actions and other measures recommended to achieve implementation of the plan.

Environmental Effects

Beneficial Effects.

1. Preservation of open space, steep slopes, and stream banks.
2. More efficient use of developed land.
3. Encouragement of improving aesthetic appearance and accompanying removal of rubbish and litter.
4. Redevelopment and infill building is encouraged to lessen the demand for development of additional undeveloped land.
5. Paving of local streets is encouraged to prevent erosion, sedimentation and air pollution.
6. Allocation of type and density of land use is keyed to public utility planning to insure that developments will not overload treatment facilities.
7. Provision of public water and sewer services is advocated for all residential development occurring at urban densities, with septic tanks to be allowed only in low-density situations or after meeting stringent review procedures.

8. Extension of the wastewater collection system throughout the town and upgrading of the sewage treatment plant will preclude possible health hazards and pollution of ground water and will bring the treatment plant's effluent up to a quality acceptable under applicable state and federal water quality legislation.
9. Construction of needed raw water storage areas and of a new or remodelled treatment facility will insure that the town has an adequate and safe water supply.
10. Adoption and enforcement of zoning and subdivision regulations is advocated to insure that development will occur in accordance with the plan and the town's capacities to provide utilities and services. Vegetation and natural areas can be protected by these regulations as well. These regulations can also insure that septic tanks will be permitted only where it has been demonstrated that filter fields will function properly.
11. A complete soils survey and analysis is recommended to encourage sound ecological planning which can match various land uses and intensities with compatible terrain.
12. High density development and activities generating high traffic volumes are grouped to minimize the need for additional major thoroughfares with the concomitant adverse environmental effects they can generate.
13. New development will be allowed only at very low density in areas not served by public utilities. This will minimize potential dangers to ground or surface water and will militate against ill-planned developments occurring in excess of the environment's capacity to assimilate urban-type development.
14. Adverse environmental effects such as excess noise, pollution, and odors are being considered and minimized where possible through the recommended use of buffers, on-site improvements and separation of potentially incompatible types of land use.

Adverse Effects.

1. Although the plan includes those lands in the extraterritorial area, implementation of the plan and the environmental protection it affords cannot be assured unless the town assumes implementation responsibility as well.
2. As even well-planned new development occurs, some natural vegetation must be destroyed, and there will be some increases in storm water run-off, as well as increased quantities of sewer effluent and solid waste.
3. As additional development occurs, open space will be consumed.

4. Construction of an upgraded waste water treatment plant and new lines, of new water lines lines, and of new streets could cause at least short term adverse environmental impacts such as dust, sedimentation, and destruction of the natural vegetation.

Unavoidable Adverse Environmental Effects

Increases in storm water run-off and in waste products, loss of some natural vegetation and increases in automobile traffic are effects which cannot be entirely avoided if new development is to occur.

Alternatives

Growth occurring without a land use plan could result in much more inefficient land use, overburdening of public utilities, and intrusion into environmentally sensitive areas. The town's ability to finance environmentally acceptable methods of disposing of its waste products and improving the living environment of its residents is predicated upon some economic and physical growth.

Alternative arrangements of land use were considered prior to arriving at those shown in the Land Development Plan. This selected arrangement was felt to be preferable from an environmental standpoint because:

- (a) the development form is compact, implying fewer new streets and public utility lines.
- (b) development is generally limited to those areas served by public utilities.
- (c) industrial uses are located where public services are available or can be provided economically. These uses are isolated from other forms of incompatible land use.
- (d) any high density development permitted in the outlying areas in the near future would have to rely upon on-site water and waste treatment facilities, thus creating incipient health problems which the town would have little hope of solving.

Relationship Between Short-Term Uses of the Environment and Maintenance of Long-Term Productivity

This plan proposes orderly and systematic growth which will encourage efficient land use and protection of natural features. Although unused vacant areas will be built-up in coming years, the urban development will be efficiently planned and constructed, leaving undisturbed the rural character of much of the planning area and regions beyond its boundaries.

Irreversible and Irretrievable Commitments of Resource

The conversion of agricultural and wooded lands to urban uses cannot be reversed; however, a compact form of growth will minimize as much as possible the effects of the loss of the above lands in the planning area.

Applicable Federal, State, and Local Controls

Federal: National Environmental Policy Act of 1969

Land and Water Conservation Fund Act of 1964

Environmental Quality Act of 1970

Flood Disaster Protection Act of 1973

Executive Order 11514, March 1970, Protection and Enhancement
of Environmental Quality

Executive Order 11593, May, 1971, Protection and Enhancement of
the Cultural Environment

Rural Development Act of 1972

State: Water Use Act of 1967

Planning and Regulation of Development, Chapter 160A,
Article 19

Soil Conservation District Lay of 1937

Sedimentation Pollution Control Act of 1973

North Carolina Environmental Policy Act of 1971

"Rules and Regulations Governing the Control of Air
Pollution," January 21, 1972

"Rules, Regulations, Classifications, and Water Quality
Standards Applicable to the Surface Waters of N.C."
October 13, 1970

"Rules and Regulations Providing for the Protection of Public
Water Supplies," August 26, 1965; amended September 19, 1968.

"Rules and Regulations Governing the Disposal of Sewage from Any
Residence, Place of Business or Place of Public Assembly in
North Carolina, 8/26/71; 1/8/74.

Local: Plan recommends adopting: Zoning Regulations, Housing Code,
and Subdivision Regulations, 1966 (plan recommends
enforcement)

Building and Plumbing Codes (plan recommends enlarging enforce-
ment area)

Publicly Adopted Planning Documents: Land Development,
Recreation, Capital Improvements, etc.

Publicly Adopted Policies Regarding Utilities Extension and Use;
Moore County Health Regulations

APPENDIX B

SELECTED REFERENCES

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- Henningson, Durham & Richardson, Inc., Feasibility Report: Moore County Waste-Water Facilities, Moore County, N. C., 1973.
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1960 and 1970 Censuses of Population, General Social and Economic Characteristics,
North Carolina

1960 and 1970 Censuses of Housing, Detailed Housing Characteristics, North
Carolina

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